

Message Text

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ACTION ARA-14

INFO OCT-01 ISO-00 SS-15 SP-02 PER-01 SIG-01 A-01
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R 231555Z JUN 77

FM AMEMBASSY BRASILIA
TO SECSTATE WASHDC 2408

C O N F I D E N T I A L SECTION 1 OF 4 BRASILIA 5207

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EO 11652 XGDS1
TAGS AMGT PFOR PARM-PARTS II AND III

REF: (A) STATE 038356; (B) BRASILIA 3223

12. PART II. RESOURCE ASSESSMENTS

A. STATE :

CORE STATE DEPARTMENT PERSONNEL RESOURCES NATION-WIDE CONSIST OF SIX POLITICAL OFFICERS, 12 ECONOMIC-COMMERCIAL OFFICERS, TWO LABOR REPORTING OFFICERS, EIGHT CONSULAR OFFICERS AND 18 ADMINISTRATIVE PERSONNEL, SUPPLEMENTED BY THE TWO OFFICERS IN RECIFE AND THE PRINCIPAL OFFICERS IN PORTO ALEGRE, SALVADOR AND BELEM, RIO AND SAO PAULO. AS INDICATED IN THE CHART WHICH FOLLOWS THERE ARE OTHER STATE BASIC RESOURCES IN THE SECURITY AND COMMUNICATIONS FIELDS, BUT ESSENTIALLY THE CORE OF THE RESOURCES AVAILABLE IN PURSUIT OF THE OBJECTIVES LISTED IN PART I IS LISTED ABOVE.

STAFFING HAS BEEN PARTICULARLY INADEQUATE TO PROVIDE THE LONG-RANGE POLICY-ORIENTED ANALYSES REQUIRED IN THE DYNAMIC ENCIRONMENT OF BRAZIL. GIVEN THE EXISTING AND EVER-INCREASING IMPORTANCE OF BRAZIL TO US INTERESTS, BOTH POLITICALLY AND ECONOMICALLY,
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THE STAFF IN THESE SECTORS IS TOO LEAN. DURING THE PAST YEAR WE HAVE ALREADY REPROGRAMMED POSITIONS FROM WITHIN BRAZIL TO STAFF THE NEW US TRADE CENTER IN SAO PAULO. NO FURTHER REPROGRAMMING OR RESTRUCTURING IS RECOMMENDED AT THIS TIME, ALTHOUGH IF PERMISSION IS GRANTED TO REOPEN THE CONSULATE IN BELO HORIZONTE THE NECESSARY POSITIONS MAY HAVE TO BE SHIFTED FROM WITHIN BRAZIL.

STATE LOCAL POSITIONS WERE REDUCED THIS YEAR BY THE CONVERSION TO CONTRACT OF SOME TWENTY POSITIONS IN RIO, THE FORCED RESTRUCTURING TO ACCOMMODATE TRADE CENTER STAFFING IN SAO PAULO AND ENFORCED LIMITATIONS ON RESTAFFING UNDER THE 75 PERCENT LIMIT.

B. OTHER AGENCY PROGRAMS AND RESOURCES LEVELS.

US GOVERNMENT AMERICAN AND BRAZILIAN STAFF TOTALS HAVE DECLINED OVER THE PAST YEAR AND WILL CONTINUE TO DECLINE AS AID COMPLETES THE PHASING OUT OF ITS OPERATIONS IN BRAZIL.

THE AID MISSION HAS BEEN REDUCED TO SEVEN AMERICANS WITH FURTHER ANTICIPATED CUTS IN SEPTEMBER 1977 WHICH WILL LEAVE ONLY TWO AMERICANS ON BOARD FOR A ONE-YEAR PERIOD. THE LOCAL STAFF HAS BEEN REDUCED TO 21 WITH FURTHER REDUCTIONS ANTICIPATED IN SEPTEMBER TO A FINAL ONE-YEAR STAFF OF FIVE BRAZILIAN EMPLOYEES. THE DEPARTURE OF THE AID MISSION WILL RESULT IN CONSIDERABLE GAPS IN OUR RELATIONSHIPS WITH THE GOB AND THE WORK NECESSARY TO MAINTAIN THESE POST-USAID LINKAGES WILL FALL ON AN ALREADY STRAINED CORE RESOURCE GROUP.

USIS OPERATIONS KEYED TO TARGETS IN AREAS SEPARATED BY TREMENDOUS DISTANCES, REQUIRE CONSIDERABLE AMOUNTS OF DECENTRALIZATION, MAKING DIFFICULT MAXIMUM ECONOMIES IN PERSONNEL. HOWEVER, THE MAY 1977 REPORT OF THE USIA INSPECTORS RECOMMENDS THE REDUCTION OF FOUR US POSITIONS WITHIN 120 DAYS IF THE CPAO CANNOT JUSTIFY RETENTION TO FILL NEW REQUIREMENTS.

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TREASURY, MARITIME ADMINISTRATION AND FAA EACH MAINTAIN A ONE OFFICER STAFF IN BRAZIL AND BOTH CONTINUE TO PLAY AN IMPORTANT INTEGRATED ROLE IN THE OPERATION OF THE MISSION.

THE FBI REPRESENTATION WAS CLOSED DOWN IN JUNE OF THIS YEAR FURTHER REDUCING AMERICAN PERSONNEL IN BRAZIL BY TWO. DISCUSSIONS ARE CURRENTLY BEING HELD WITH REGARD TO THE SIZE OF THE FIVE-MAN DEA REPRESENTATION WITH THE POSSIBILITY OF REDUCING THIS STAFF BY ONE

DAO REDUCED ITS AMERICAN STAFFING BY ONE LAST YEAR AND AS OF JULY THIS YEAR WILL HAVE REDUCED IT BY ONE MORE. THE DAO STAFF FOR AIRCRAFT AND CLERICAL FUNCTIONS WILL THEN BE THREE US MILITARY AND TWO US SECRETARIES. IN FY78 USDEL JBUSMC WILL LOSE SEVERAL OFFICER SLOTS UNDER PRESENTLY PROPOSED STAFFING LEVELS, BRINGING ITS COMPLEMENT TO 33 US MILITARY, 6 US CIVILIANS, AND 26 LOCAL HIRE EMPLOYEES. HOWEVER, FUTURE STAFFING OF USDEL IS IMPOSSIBLE TO FORECAST WITH ANY ACCURACY AT THIS POINT SINCE THE MATTER IS PRESENTLY UNDER ACTIVE CONSIDERATION IN THE CONGRESS.

PEACE CORPS MAINTAINS AN ADMINISTRATIVE STAFF OF FOUR AMERICANS
AND 17 BRAZILIANS VWHICH IS APPROPRIATE
GIVEN THE SIZE

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OF THE PROGRAM AND ITS WIDE DISPERSAL.

FAS STAFFING LEVELS IN BRAZIL HAVE REMAINED THE SAME THROUGHOUT
THE YEAR WITH THREE AMERICAN OFFICERS, ONE AMERICAN SECRETARY
AND FIVE BRAZILIAN EMPLOYEES DISTRIBUTED WITHIN THE EMBASSY AND
THE TWO CONSULATES GENERAL. THE STAFFING LEVEL IS CONSIDERED
TIGHT IN LIGHT OF THE INCREASING IMPORTANCE OF BRAZILIAN AGRI-
CULTURAL EXPORTS WORLD-WIDE AS WELL AS THE MOUNTING FREQUENCY OF
SPECIAL PROBLEMS AND ISSUES IN OUR BILATERAL RELATIONS IN THIS FIELD.

13. PART III - STATE PERSONNEL RECOMMENDATIONS

A. REPROGRAMMING

COUNTRY-WIDE STAFFING IS BARELY ADEQUATE TO MEET THE CONTINUING
WORK LOAD, GIVEN THE CURRENT AND INCREASING SIGNIFICANCE OF BRAZIL
TO US INTERESTS. IN THE LAST INSPECTION IN THE FALL OF 1975, THE
INSPECTORS SUPPORTED THE EMBASSY'S POSITION THAT FURTHER CUTS IN
STATE DEPARTMENT STAFFING OF BRAZIL WOULD BE FOOLHARDY AND THAT
THE STAFFING LEVELS AT THAT TIME SHOULD BE MAINTAINED. NEVERTHELESS,
THE MISSION, IN ESSENCE, MADE FURTHER PERSONNEL CUTS IN STAFFING
IN SAO PAULO TRADE CENTER WHEN THE DEPARTMENT TOOK THE POSITION
THAT THE MAJOR PORTION OF THE STAFFING HAD TO BE TAKEN FROM IN-COUNTRY
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RESOURCES. THE MISSION'S ECONOMIC AND POLITICAL STAFFS IN PARTICULAR NEED AUGMENTING IN ORDER TO CREATE THE ANALYTICAL, REPRESENTATIONAL AND NEGOTIATING BASE REQUIRED IN THE TYPE OF RELATIONSHIP WITH BRAZIL WHICH LONG-TERM US INTERESTS DEMAND.

B. INCREASES/DECREASES

THE EMBASSY HAS ALREADY REPROGRAMMED RESOURCES TO MEET THE NEEDS OF THE NEWLY ESTABLISHED TRADE CENTER IN SAO PAULO BUT APPROPRIATE RECOGNITION HAD NOT BEEN GIVEN BY THE DEPARTMENT TO THE IMPACT OF THE TRADE CENTER ON THE OVERALL STAFFING IN SAO PAULO. THE ADMINISTRATIVE SUPPORT NEEDS FOR THE CONSULATE GENERAL ARE AS FOLLOWS:

(1) UNCLASSIFIED MAIL CLERK

THIS POSITION HAS BEEN SOUGHT SINCE 1973, WAS SUPPORTED BY TWO TEAMS OF INSPECTORS AND HAS BECOME EVEN MORE IMPORTANT WITH THE EXPANDED WORK LOAD IN SAO PAULO. THE UNCLASSIFIED TELEGRAM AND POUCH TRAFFIC HAS GONE UP SUBSTANTIALLY; (UNCLASSIFIED WORD GROUPS UP 500 PERCENT IN 1972-76) THUS, THE UNCLASSIFIED TELETYPE OPERATOR WHO WAS ABLE TO GIVE SOME ASSISTANCE PREVIOUSLY IN THE MAIL ROOM HAS BEEN INCREASINGLY LESS ABLE TO HELP; UNCLASSIFIED POUCHES HAVE INCREASED FROM 2,594 IN 1976 TO A PROJECTED 3,000 IN 1977. IT IS RECOMMENDED THAT AN UNCLASSIFIED MAIL CLERK POSITION BE ESTABLISHED AS DAS.

(2) CHAUFFEUR/MESSENGER

THIS POSITION HAS BEEN REQUESTED BY SAO PAULO SINCE LATE 1973 AND WITH THE ESTABLISHMENT OF THE TRADE CENTER IN SAO PAULO AND THE RELOCATION OF THE OFFICES OF THE COMMERCIAL COUNSELOR FROM RIO TO SAO PAULO THE OUT-OF-OFFICE BUSINESS IN ECONOMIC/COMMERCIAL
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ACTIVITIES HAS INCREASED SIGNIFICANTLY. THE CHAUFFEUR/MESSENGER POSITION SHOULD BE ESTABLISHED AS A DAS POSITION.

3. AMERICAN GSO POSITION.

DURING THE LAST INSPECTION THE INSPECTORS RECOMMENDED THAT IN THE FACE OF INCREASING COSTS FOR LOCAL EMPLOYEES, BRAZILIAN STAFFS BE REVIEWED TO BE DETERMINED IF IT WOULD BE MORE ECONOMICAL TO REPLACE CERTAIN LOCALS BY AMERICANS. IT WAS SUGGESTED TO THE DEPARTMENT THAT CONSIDERATION BE GIVEN TO THE ESTABLISHMENT OF A GSO POSITION IN SAO PAULO, RECOGNIZING FULL WELL THAT THERE

WOULD NOT BE ANY IMMEDIATE FINANCIAL ECONOMY INVOLVED BUT ASSUMING THAT EFFICIENCY WOULD BE ENHANCED AND THE ESTABLISHMENT OF THE AMERICAN POSITION COULD LEAD TO FURTHER ECONOMIES IN LOCAL PERSONNEL. SAO PAULO CONTINUALLY FACES THE SITUATION OF ACCEPTING A GAP IN ITS OPERATIONS WHEN THE ONE AMERICAN IN ADMINISTRATION IS ABSENT ON LEAVE, SINCE INCREASED WORK LOAD AND EXPERIENCE LIMITATIONS PRECLUDE ANY SIGNIFICANT ASSISTANCE FROM THE ONE AMERICAN C&R OFFICER. THE GAO TEAM WHICH EVALUATED OPERATIONS IN SAO PAULO IN SEPTEMBER 1975 RECOMMENDED THE ESTABLISHMENT OF AN AMERICAN GSO POSITION AND IT HAS BECOME EVEN MORE NECESSARY NOW IN VIEW OF THE INCREASED WORKLOAD GENERATED BY THE ESTABLISHMENT OF THE TRADE CENTER. THE POST REPORTS THAT THE ONE AMERICAN ADMINISTRATIVE OFFICER IS UNABLE TO KEEP UP WITH THE WORKLOAD DESPITE CONSIDERABLE UNREIMBURSED OVERTIME. HE HAS FALLEN BEHIND ON INVENTORIES FOR ALL AGENCIES AND FURTHER INROADS ON HIS TIME HAVE BEEN MADE BY THE DEMANDS OF THE TRADE CENTER. A GSO POSITION SHOULD BE ESTABLISHED AS A DAS POSITION.

4. AMERICAN C&R CLERK

THE CONSULATE GENERAL IN SAO PAULO HAD TWO AMERICAN C&R POSITIONS UNTIL JANUARY 1974 WHEN ONE WAS ABOLISHED. IT WAS AGREED AT THAT TIME THAT ONE AMERICAN POSITION WOULD BE ABOLISHED AND ONE BRAZILIAN TELETYPE OPERATOR POSITION WOULD BE ESTABLISHED TO HANDLE THE UNCLASSIFIED TRAFFIC. THIS APPROACH WAS REASONABLE AT THE TIME

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WHEN TRAFFIC WAS COMPOSED OF 714,560 CLASSIFIED GROUPS AND 2,141,135 UNCLASSIFIED GROUPS. BY 1976 THESE FIGURES HAD REACHED 2,261,105 CLASSIFIED GROUPS AND 3,477,865 UNCLASSIFIED GROUPS. THE AMERICAN C&R CLERK IS REQUIRED TO WORK ON SATURDAYS ON A REGULAR BASIS BECAUSE OF HIS REQUIRED ABSENCE ON MONDAYS AS A COURIER TO VIRACOPOS AIRPORT, A TASK WHICH REQUIRES THE MAJOR PORTION OF THE DAY. TO FURTHER COMPLICATE THE PROBLEM OF COMMUNICATIONS IN SAO PAULO, THE ONE AMERICAN SECRETARIAL POSITION WHICH COULD GIVE BACKUP ASSISTANCE TO C&R WAS ABOLISHED AT WASHINGTON'S REQUEST TO FACILITATE STAFFING THE TRADE CENTER. A NEW C&R POSITION SHOULD BE CORE.

MORE THAN A YEAR AGO THE EMBASSY RECOMMENDED THE REOPENING OF THE CONSULATE IN BELO HORIZONTE IN RECOGNITION OF THE EXPANDED COMMERCIAL ACTIVITIES IN MINAS GERAIS AND THE INCREASING IMPORTANCE OF THIS AREA IN THE NATIONAL ECONOMY. THE INITIAL RESPONSE OF THE DEPARTMENT WAS TO GIVE FAVORABLE CONSIDERATION PREMISED ON STAFFING OF THE NEW POST WITH INTERNAL RESOURCES. GIVEN THE REALIGNING OF POSITIONS TO PROVIDE THE NECESSARY STAFFING FOR THE NEWLY ESTABLISHED TRADE CENTER, THE EMBASSY WAS NOT IN POSITION

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TO AGREE AT THAT TIME THAT THE RESOURCES WERE AVAILABLE.
AFTER A CONSIDERABLE PERIOD IN WHICH THE PROPOSAL WAS APPARENTLY
SHELVED AT THE WASHINGTON LEVEL THE EMBASSY WAS INFORMED THAT
ITS SUBSTANTIVE JUSTIFICATION FOR RE-ESTABLISHMENT OF THE POST
HAD BEEN PERSUASIVE AND THE EMBASSY WAS URGED AGAIN TO LOOK AT
THE POSSIBILITY OF RE-ALIGNING RESOURCES TO PROVIDE FOR ONE
AMERICAN AND TWO LOCAL POSITIONS IN BELO HORIZONTE. EMBASSY
OFFICIALS CONTINUE TO BELIEVE THAT THE REOPENING OF THE CONSULATE
IN BELO HORIZONTE WOULD FURTHER US INTERESTS AS OUTLINED IN
PART I, AND ALSO PROVIDE ADDITIONAL CONSULAR SERVICES FOR US CITIZENS
WHICH NOW ARE PROVIDED THROUGH TDY ASSISTANCE FROM CONGEN RIO,
BUT THE PRESENT EXTREMELY TIGHT STAFFING SITUATION THROUGHOUT
BRAZIL MAKES REPROGRAMMING POSSIBILITIES MINIMAL. IT IS
RECOMMENDED THAT ONE AMERICAN AND TWO FSL POSITIONS BE ESTABLISHED
AS CORE.

C. LOWER PRIORITY POSITIONS.

IT IS WITH THE GREATEST RELUCTANCE THAT ANY POSITIONS ARE
DESIGNATED AS LOWER PRIORITY POSITIONS EITHER AMERICAN OR LOCAL
SINCE STAFFING HAS ALREADY BEEN PARED DOWN AND EXISTING STAFF IS
CONSIDERED A BARE MINIMUM TO MEET MISSION'S OBJECTIVES.
THE FOLLOWING POSITIONS SHOULD BE CONSIDERED ONLY ON A RELATIVE
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BASIS AS FALLING WITHIN THE LOWEST PRIORITIES; IN FACT THEY ARE
ESSENTIAL.

1. U.S. POSITIONS.

ONE SECRETARIAL POSITION - RIO: REMOVAL WOULD RESULT IN BACKLOGGED SECRETARIAL WORK AND IMPEDE IMPORTANT RIO POLITICAL REPORTING.

ONE BUILDING MAINTENANCE OFFICER POSITION - BRASILIA:
GIVEN THE CONTINUING MINOR PROBLEMS IN THE NEW OFFICE BUILDING, WOULD FORCE THE EMBASSY TO UNRELIABLE CONTRACT ASSISTANCE AND SUPERVISION.

ONE CONSULAR OFFICER POSITION - SAO PAULO
ONE CONSULAR OFFICER POSITION - RECIFE.

THE LATTER TWO POSITIONS ARE INCLUDED BECAUSE OF DECREASED CONSULAR WORKLOAD ATTRIBUTABLE TO THE IMPOSITION OF A 16,000 CRUZEIRO DEPOSIT FOR THE MAJORITY OF TRAVELERS OUT OF BRAZIL, BUT IF THE 16,000 CRUZEIRO REQUIREMENT IS REMOVED IT WOULD BE IMPERATIVE THAT THESE POSITIONS BE MANNED ON A FULL TIME BASIS.

2. FOREIGN SERVICE LOCAL POSITIONS.

ONE SECRETARIAL POSITION GSO - BRASILIA
ONE SPECIALIST II (PROTOCOL) POSITION - RIO
ONE EXECUTIVE ASSISTANT POSITION - SAO PAULO
ONE BUILDING MAINTENANCE POSITION - BRASILIA
ONE CHAUFFEUR - RECIFE
ONE TELEPHONE OPERATOR - RIO
ONE PROCUREMENT AND SUPPLY CLERK - RIO
TWO BUILDING MAINTENANCE POSITIONS - RIO.

IF ANY OF THE ABOVE LOCAL POSITIONS WERE TO BE WITHDRAWN
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THERE WOULD BE AN ADVERSE IMPACT ON THE STAFF REQUIRING THAT THE WORKLOAD BE ASSUMED BY OTHERS PROBABLY ON THE BASIS OF OVERTIME WORK.

14. MISSION STAFFING CHART:

	BRASILIA			
	AMER:	AMER	FSL	FSL
STATE	OFFS	STAFF	PROFES:	STAF
EXECUTIVE	2	2	1	4
POLITICAL	9	4	1	2
ECON/COM'L	7	3	2	1
CONSULAR	1		1	1
ADMIN(OF WHICH)	21(19 CORE	4 (CORE)	12 (10 CORE	60 (38 CORE
	2 DAS)	2 DAS)	22 DAS)	
COMMUNICATION	8 (CORE)	1 (CORE)		10 (7 CORE
		3 DAS)		

SECURITY 2(CORE) 1 (CORE) 1 (CORE)

REG. OFF.

(MEDICAL OFFICER) 1 (CORE)

OTHER AGENCIES

USIS 13 (X) 2 12 28

AGRI 2 1 1 1

TREASURY 1 1

DOD

ATTACHE 6 5 4

MARINES 8

JBUSMC 6 2

U.S. ARMY

MEDICAL RESEARCH 1

AID 7 1 9 12

DEA 1 1

PEACE CORPS 2 1 4

(X) INCLUDES 2 PAT'S

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RIO DE JANEIRO

STATE

EXECUTIVE 1 1 1 1

POLITICAL 5 1 2

ECON/COMML 5 1 4 6

CONSULAR 3 4 3

ADMIN(OF WHICH) 16 (CORE) 3 (CORE) 4 (CORE) 42(36 CORE
6 DAS)COMMUNICATIONS 13 (CORE) 1 (CORE) 19 (15 CORE
4 DAS)

SECURITY 1 (CORE) 1 (CORE)

OTHER AGENCIES

USIS 10 2 35 18

AGRI 1

DOD

ATTACHE 5 2 1

MARINES 9

JBUSMC & RE-

LATED ACTIVITIES 33 21 2 20

MARITIME ATTACHE 1 1

LIBRARY OF CONGRESS 1 6 8

IAGS 1 3 5

FOR: SERV: INST: 1

FED. AVIATION ADMIN: 1 1

DEA 2 1

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C O N F I D E N T I A L SECTION 4 OF 4 BRASILIA 5207

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BELEM

AMER OFFS	AMER STAFF	FSL PROFES	FSL STAFF
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STATE			
EXECUTIVE	1		
3:9,-COMM'L		1	
CONSULAR		1	
ADMIN		1 (CORE)	

OTHER AGENCIES

USIS		1	
DOD			
USA MEDICAL			
RESEARCH	2	2	

POROTO ALEGRE

STATE			
EXECUTIVE	1		
ECON-COMM'L		1	
CONSULAR		1	
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ADMIN		2 (CORE)	
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OTHER AGENCIES

USIS 1 A2 2

RECIFE

STATE

EXECUTIVE 1
 ECON/COMM'L 1
 CONSULAR 1 1
 ADMIN 2 (CORE) 2 (CORE)

OTHER AGENCIES

USIS 1 3 3
 PEACE CORPS 1 3 1

SALVADOR

STATE

EXECUTIVE 1
 3:9/COM'L 1
 CONSULAR 1
 ADMIN 1 (CORE) 1 (CORE)

OTHER AGENCIES

USIS 1 2 3
 PEACE CORPS 1

SAO PAULO

STATE

EXECUTIVE 1 1 2
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POLITICAL 4 2 3
 ECON/COM'L 6 4 7
 CONSULAR 4 3 5
 ADMIN(OFF WHICH) 4 (CORE) 1 (CORE) 3 (CORE) 6 (CORE)
 COMMUNICATION 3 (CORE)

OTHER AGENCIES

USIS 5 10 14
 AGRI 1 1 1
 TREASURY (IRS) 2 1
 DOD
 MARINES 6
 DEA 2 1
 COMMERCE 2 2 3

MISCELLANEOUS

BELO HORIZONTE

USIS	2	2	2	
PEACE CORPS			A2	1

CUIABA				
PEACE CORPS			1	1

GOIANA				
PEACE CORPS	1	Q		1

PROJECTED FY 79

PROJECTED FY 79 CHANGES ARE IN THE SAO PAULO ADMINISTRATION
SECTION AS INDICATED BELOW

STATE				
EXECUTIVE	1	1		2
POLITICAL	4	A2		3
ECON/COM'L	6		4	7

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CONSULAR	4		3	5
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ADMIN (OF WHICH) 6 (5 CORE- 1 (CORE) 3 (CORE) 8 (6 CORE-
1 DAS) 2 DAS)

COMMUNICATIONS 4 (CORE)

JOHNSON

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